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FEASIBILITY OF CONSOLIDATING
EXECUTIVE BRANCH LIBRARIES AND
THE MONTANA STATE LIBRARY

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TABLE OF CONTENTS

Executive Summary	i
Preface	ii
Acknowledgements	iv
Introduction	1
Overview of Existing System	3
Consolidation Options	
Variables	10
Impact Areas	12
Assumptions	17
Option 1 - Physical, but no functional, consolidation	18
Option 2 - Physical and functional consolidation	20
Option 3 - No physical, but functional coordination	22
Option 4 - No physical and no functional consolidation	24
Recommendations	25
Appendices	
A. Current System Summary	A-1
Staffed Collections	
Montana State Library	A-2
Research and Statistical Services	A-6
DHES Reference Library - DHES Film Library	A-9
DNRC Research and Information Center	A-13
Training Resource and Information Center (TRIC)	A-16
Sample of Unstaffed Collections	
Department of Highways - Three Collections	A-19
Department of Institutions - Two Collections	A-22
Department of Labor and Industry - Four Collections	A-24
B. Montana State Library Time Studies	
C. Glossary of Acronyms and Abbreviations	

EXECUTIVE SUMMARY

In mid-May of 1982, David M. Lewis, Director of the Governor's Office of Budget and Program Planning, requested that the State Library Commission study the feasibility of consolidating State agency libraries with the Montana State Library (MSL) when it occupies its new location at Sixth and Sanders. The State Library Commission contracted with the Consulting Services Bureau to study the feasibility of consolidation within the context of "determining the optimum mechanism for managing library services to State government". The contractual agreement became effective July 1, 1982.

The scope of the service agreement limited the study to examining the feasibility of consolidating some Executive Branch information collections and the MSL. Other collections were excluded due to statutory authority for the separate status of both the Montana Historical Society Library, and the Law Library, and the autonomy of the functions of elected officials, such as the Office of the Superintendent of Public Instruction, and of the Legislative Branch. Agency legal collections and the collections within the university system were also omitted from the study.

The collections of seven Executive Branch agencies were studied in addition to the MSL itself. Four of the agencies have staff assigned to manage their collections and to provide specialized reference and research services to the agency staff and to the public: Administration, Health and Environmental Sciences, Natural Resources and Conservation and Social and Rehabilitation Services. Nine collections in the three other agencies studied did not have staff specifically assigned: Labor and Industry, Institutions and Highways. The Department of Highways had three known collections within its location, even though its official library collection had been incorporated in the MSL in 1973.

The nature of the collections, the services provided, the financial investment in staff and information materials and the extent of duplication of ongoing subscriptions were evaluated. The collections serve special information needs of the host agencies for all but one collection. Without any formal review of subscription acquisitions in place, only 2% of the total subscriptions costs of the agencies studied are duplicated paid subscriptions. Funding sources of information collections were also examined.

Four consolidation options were examined for fiscal and programmatic impact. Two were considered not to be feasible, one was given qualified feasibility, and one option was recommended.

Not Feasible

- Physical, but not functional, consolidation of agency collections and the MSL.
- Physical and functional consolidation of agency collections and the MSL.

Qualified Feasibility

- No physical, but functional coordination among agency collections and the MSL.

Feasible Option Recommended

- No physical and no functional consolidation of agency collections and the MSL.

The option currently recommended is that of maintaining the status quo of separate agency collections, staffed at agency discretion. This option is recommended because it:

- Maintains access to materials currently needed by staff carrying out agency functions.
- Maintains specialized reference and research services to agency staff and to the public.
- Involves no added expense to the State to catalog agency collections without Statewide commitment to development of an information management system.

Planning for the development of a Montana State government information management system involving Executive, Legislative and Judicial Branches is strongly recommended.

PREFACE

On May 17, 1982, David M. Lewis, Budget Director of the Governor's Office of Budget and Program Planning, requested that the Library Commission study the feasibility of consolidating State agency libraries within the State Library when it occupies its new location at 1515 East Sixth. It was requested that the feasibility study be submitted with the Commission's executive budget request by September 1, 1982. The request included the following:

Some of the state agency libraries the state Librarian should investigate are: DNRC Research and Information Center, Office of Public Instruction Resource Center, Health Planning Resources Library, Legislative Council Library, Department of Administration Research and Information Systems Bureau, Developmental Disabilities Division Training Resources and Information Center, and the Safety and Health Bureau Library.

The State Library Commission elected to contract with the Department of Administration's Consulting Services Bureau to perform the feasibility study of consolidation within the context of "determining the optimum mechanism for managing library services to state government" (memo of June 14, 1982). The contractual agreement became effective July 1, 1982. Approval was granted by the Office of Budget and Program Planning to fund the study with General Fund monies.

The scope of the service agreement limits the study to examining the feasibility of consolidating only some Executive Branch collections with the State Library for the following reasons:

- Statutory authority exists for the separate status of the Montana Historical Society Library and the Law Library of the Judicial Branch
- The libraries of an agency headed by an elected official other than the Governor, i.e., the Office of the Superintendent of Public Instruction, and the Legislative Branch, i.e., the Legislative Council, were not considered appropriate for inclusion in current consolidation options.

In addition to the exclusion of these specific information collections, the collections of the attorneys of each State agency with resident counsel, the collections of the Governor's offices and of the University System were omitted. All Executive Branch agencies known to have made a commitment of staff assignment to an internal information collection were included. A sample of the collections within agencies with no staff formally assigned was also included. Due to the time constraints of the study, not all unstaffed Executive Branch collections were included.

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INTRODUCTION

Information has exploded within the last fifty years. Scientific, technical, and social research has been expanding exponentially. Keeping current with the latest information has become a tremendously difficult task for public and private sector professionals. Most professional people have neither the time nor the specialized skills to access this body of information efficiently. For this reason, professionals in industry and government are relying more and more on the assistance they receive from resource persons with information management skills, both within their own organizations and between entire sectors of enterprise and government.

An information management system is an integrated system that functions to provide efficient access to relevant information resources. Information resources may be computerized databases, print media, microform, audiovisual media, or persons with specialized expertise. Access may be streamlined to one point of entry or involve multiple contact points for specialized types of information. Usually, single point of entry involves considerable investment in automation. An information management system also provides internal monitoring of usage in order to generate data relevant to decision-making about its effectiveness as a service system. As a result, it has an inherent capacity to reduce unnecessary expenditures and to avoid duplication that has not been determined to be necessary to ensure user access to information.

Montana's information needs are critical. As an energy-producing state in a rapidly developing region, and as an active participant in the international agricultural trade marketing of the United States, Montana will be under increasing pressure to deal effectively with these and other issues that will have significant impact on its citizens. Effective decisions can be made only when using the best information available. It is incumbent upon the State's leaders to recognize information as a critical resource and to take the steps required to provide for its proper development and management.

The foundations of an information management system in Montana's State government already exist. Several agencies have made a staff commitment to

managing highly technical materials that relate specifically to the functions those agencies carry out within the State government organization. The staff resource persons have acquired substantial retrieval and research expertise in the subject areas pertaining to the agency's staff functions. Other agencies have not formalized their information management systems. Both types of agencies are performing their functions, but perhaps not with comparable resources. The Montana State Library (MSL) is currently providing access to a variety of information sources for both public library patrons and for State government employees. Informal cooperation exists between MSL staff and agency collection staff. Cooperative agreements between agencies have resulted in efficient centralization of specialized information media, e.g., the agreement between the Departments of Health and Environmental Sciences and of Institutions in regard to film collections.

Informal cooperation exists between organized and staffed Executive, Legislative and Judicial Branch information collections as well. The MSL routinely refers information requests of a legal or public education nature to the Law Library and to the Office of the Superintendent of Public Instruction, respectively. The library of the Legislative Council provides reference service to State agencies when time permits and Executive Branch staff routinely use the Law Library.

Some agencies are currently considering adding lists of their information holdings to their in-house computer systems (DNRC, SRS, DHES). If a statewide information management system is to provide access to all information in State agencies, compatibility of computer access should be addressed.

Although the foundations for the development of an information management system exist through professional recognition of the critical need to share information, a coherent policy and supporting organizational procedures do not yet exist to maximize access to, and use of information by State government. Consolidation of existing information resources in the absence of a coherent approach to managing information may well be "throwing the baby out with the bath water" and may eventually cost the State immeasurable loss of effective response to rapidly changing world, regional, and national conditions.

OVERVIEW OF EXISTING SYSTEM

Whether formalized by statute, management policies or procedures, some degree of an information management system will exist within any organization, including an organization of the size and complexity of a state government. The informal system that currently exists within Montana's State government serves employees within agencies, shares information between agencies and accesses information in other towns and states. Within the existing system, the MSL and the agency collection staff persons provide complementary roles in meeting State employee and public information needs. The MSL provides general reference service and access to out-of-state databases, as well as to information in-State that is housed in either Montana's public libraries or within the facilities of the university system. Most agency libraries serve the specific functions of their host agencies and provide specialized reference information to the public who contact their agencies. Insofar as the MSL staff are familiar with the nature and specificity of any particular agency collection, they may refer inquiries from the public and from State employees to the resource person of the agency collection. However, because there has been no formal governmental commitment to information management as a network, there exist serious impediments to efficient access to information among agencies and between the MSL and agencies. The primary impediment is the lack of standardized classification of the materials in agencies and the resultant inability to access the information throughout State government.

Table 1 presents fiscal year end expenditures reported through the Statewide Budgeting and Accounting System (SBAS) by all State agencies for four types of operating expenses and two equipment categories that have been selected to show some comparative investment in information materials. Keep in mind that many collections contain materials received at no charge from the federal government. Also, some items traditionally cost more than others, e.g., hard bound volumes compared to paperback monographs. Therefore, comparison of agency expenditures on a dollar for dollar basis will not necessarily reflect agency commitment to information acquisition. Finally, previous year expenditures have not been examined and "inventory value" has not been addressed.

TABLE 1. AGENCY FY 82 EXPENDITURES TO NEAREST DOLLAR

Objects of Expenditure

Agency/Department	(2129) Film Services	(2224) Maps, Charts & Pamphlets	(2225) Books & Reference Materials	(2802) Subscriptions	Total/ Agency	(3125) Library Books	(3127) Films	Equipment Total/ Agency
Legislative Auditor	-	-	853	1,571	2,424	-	-	-
Legislative Fiscal Analyst	-	-	6,026	1,042	7,068	-	-	-
Legislative Council	-	122	1,828	933	2,883	-	-	-
Legislature - House	-	-	80	-	80	-	-	-
Environmental Quality Council	-	-	-	1,028	1,028	-	-	-
Consumer Counsel	-	-	-	1,261	1,261	-	-	-
Sub Total Legislative Branch	-	122	8,787	5,835	14,744	-	-	-
Judiciary	-	74	12,191	1,070	13,335	159,691	-	159,691
Governor's Office	30	296	3,508	5,117	8,951	-	-	-
Secretary of State Office	-	4	1,576	1,588	3,168	-	-	-
Commissioner of Political Practices	-	-	130	-	130	-	-	-
State Auditor's Office	531	3	921	3,538	4,993	479	-	479
Office of the Superintendent of Public Instruction *	387	1,421	89,953	17,926	109,687	1,900	41,369	43,269
Sub Total Elected Officials	948	1,724	96,088	28,169	126,929	2,379	41,369	43,748
Crime Control Division	-	-	139	699	838	-	-	-
Justice	1,725	50	17,080	5,455	24,310	-	1,496	1,496
Public Service Regulation	-	-	-	4,428	4,428	-	-	-
Sub Total Justice	1,725	50	17,219	10,582	29,576	-	1,496	1,496
Board of Public Education	743	-	1,591	465	2,799	-	3,057	3,057
Commissioner of Higher Education *	19,113	20,909	94,445	142,670	277,137	1,735,911	6,983	1,742,894
Montana Arts Council	-	56	468	558	1,082	-	-	-
Library Commission	-	-	-	1,848	1,848	74,361	-	74,361
Advisory Council - Vocational Education	-	-	111	525	636	-	-	-
Historical Society	-	205	1,692	2,492	4,389	6,333	-	6,333
Board of Regents	-	-	10	228	238	-	-	-
Sub Total Education	19,856	21,170	98,317	148,786	288,129	1,816,505	10,040	1,826,545
Fish, Wildlife and Parks	5,175	3,238	5,094	4,553	18,060	-	1,167	1,167
Health and Environmental Sciences	15,463	3,821	9,022	5,809	34,115	-	17,749	17,749
Highways	1,030	74,061	9,147	5,122	89,360	-	-	-
State Lands	2,520	11,692	3,678	2,521	20,411	-	-	-
Livestock	-	13	1,959	703	2,375	-	-	-
Natural Resources and Conservation	2,235	24,851	8,857	6,789	42,732	-	-	-
Revenue	764	4,228	41,953	19,471	60,316	-	-	-
Administration	388	1,305	8,336	11,605	21,634	-	520	520
Agriculture	36	165	2,352	4,786	7,339	-	-	-
Institutions *	5,000	1,125	17,411	11,124	34,660	-	342	342
Commerce	4,270	-	14,592	10,167	29,029	-	-	-
Labor and Industry *	-	777	6,386	12,791	19,954	3,814	19,372	23,186
Adjutant General *	-	41	66	416	523	-	-	-
Social and Rehabilitation Services	34	742	11,995	6,725	19,496	-	2,781	2,781
Sub Total Executive Branch - Governor's Agencies	36,915	126,059	104,804	102,582	406,604	3,814	41,931	45,745
TOTAL	59,444	149,199	373,650	297,024	879,317	1,982,489	94,836	2,077,325

* = Includes more than one agency code.

Examination of agency investment in subscriptions (Object of Expenditure Code 2802) can be used as an indicator of ongoing investment in current professional and agency-related information. Consideration of total expenditures must, of course, be examined in the context of the physical and functional dispersal of agency programs. It must also be considered that some subscriptions to highly specialized publications are often quite expensive and the absence of an effective information management system may well ensure that unnecessary duplication of expensive subscriptions will occur, not only between agencies, but within a single large agency as well. The existing system of staffed and unstaffed collections among agencies in the Executive Branch includes both coordinated subscription review (DNRC) and no apparent review. The MSL routinely reviews its written reference requests to determine the advisability of renewing existing subscriptions or of obtaining new subscriptions, to meet both State government employee and federation library needs. However, no information management system currently generates statistics on State government use of materials. These numbers could be used to determine whether duplicate purchases of requested materials are justified or whether access to unduplicated material could be managed efficiently enough so sharing among agencies is feasible.

Table 2 summarizes the current degree of duplication of paid subscriptions among the agencies surveyed in this study. The table includes only the duplication costs, not the cost of the original subscription. Whether or not the original or duplicate subscription is warranted has not been addressed because the criteria for making either decision depends on the information needs and the extent of information use involved. Each original and duplicated subscription would have to be reviewed on an individual basis. Without a review system in place, the duplication cost currently represents only 2% of the total subscription costs of the MSL and the surveyed Executive Branch agency collections.

Table 3 shows the proportions of funding sources that are contributing to Montana State government's access to information. Subsidization of materials acquisition generally follows the pattern of funding sources used for all the individual agency's functions. However, as federal funding decreases with the "new federalism" and as the economic conditions of the nation affect Montana's revenues, the State's commitment to funding information acquisition and management will have to be re-examined.

TABLE 2.

DUPLICATED COST OF SUBSCRIPTIONS

	ADM	DHES	DLI	DNRC	TRIC	MSL	HWYS	DUPLICATION COST
Administrative Management				X		X		\$ 18.00
Advanced Data		X				X'		—
Agricultural Economic Research	X					X'		—
Agricultural Outlook	X					X'		—
Alternative Sources of Energy				X		X		16.50
American City and County		X				X'		—
American Journal of Obstetrics and Gynecology		X				X'		—
American Journal of Public Health		X				X'		—
Business Conditions Digest			X			X'		—
Business Week			XX			X		69.90
Byte	X			X		X		38.00
Climatological Data of Montana	X	X		X		X†		39.00
Computer World	X		X			X'		36.00
Construction Review	X					X'		—
CPI Detailed Report	X		X			X'		15.00
Employment and Earnings	X		X			X'		28.00
Engineering and Mining Journal		X				X		20.00
Engineering News-Record				X		X		28.00
FERC Monitor				X		X		21.00
Government Executive		X				X'		—
Grantsmanship Center News		X			X	X		10.00
Health Care Financing		X				X'		—
Highway Research Publications*						X	X	—
Journal of Accountancy			X			X		40.00
Journal Special Education					X	X		27.00
Library of Congress Subject Headings	X					X'		—
Mental Retardation					X	X		26.00
Montana Administrative Register			X			X'		—
Montana Business Quarterly	X	X	XX	X		X'		40.00
Montana Oil Journal				X		X		23.00
Montana Taxpayer	X					X		41.50
Monthly Catalog USGPO	X					X'		—
Monthly Vital Statistics Report		X				X'		—
Morbidity & Mortality Weekly Report		X				X'		—
Mother Earth News				X		X		28.00
Monthly Labor Review	X					X'		—
Producer Prices & Price Indexes	X					X'		—
Psychology Today					X	X		14.00
Public Administration Review				X		X		40.00
Public Health Reports		X				X'		—
Public Works: City, County, State		X				X		30.00
Review of Public Data Use	X					X		80.00
Sales and Marketing Management	X					X		35.00
Science Magazine				X		X		80.00

' = Free Subscription

† = MSL pays reduced fee of \$5.85/year. All other subscriptions are \$19.50/year.

* MSL receives the following materials at no charge through a membership fee paid by the Highway Department to the Transportation Research Board:

National Cooperative Highway Research Program (NCHRP), 6 publications

Transportation Research Board (TRB), 5 publications

Public Roads

Newsline

New Concepts in Urban Transportation

Table 2 (continued)

	ADM	DHES	DLI	DNRC	TRIC	MSL	HWYS	DUPLICATION COST
Science News		XX				X		\$ 42.00
Scientific American		X				X		21.00
Social Security Bulletin	X					X'		—
Solar Age				X		X		20.00
Solar Law Reporter				X		X		12.00
Statistical Abstract of the United States	X'					X'	X'	—
Supervisory Management						X		15.25
Survey of Current Business	X					X'		—
Technology Review				X		X		18.00
Transportation Quarterly						X'	X	—
Transportation Research News						X'	X	—
Water/Engineering and Management		X				X		19.00
Water Resources Bulletin				X		X		45.00
Water Resources Development - Montana		X				X'		—
Water Well Journal		X		X		X		20.00
Weekly Weather and Crop Bulletin				X		X'		—
Western Planner	X					X	X	20.00
Western Wildlands				X			X	6.00
TOTAL								\$1,092.15

' = Free Subscription

ADM = Department of Administration, Research & Statistical Services only
 DHES = Department of Health and Environmental Sciences
 DLI = Department of Labor and Industry
 DNRC = Department of Natural Resources and Conservation
 TRIC = Training Resource and Information Center
 MSL = Montana State Library
 HWYS = Department of Highways

TABLE 3.

PROPORTIONATE SOURCES OF FUNDING
FOR STATE GOVERNMENT INFORMATION*
FY 82

Agency/Department	Funding Source			
	GF	ERA	FPRA	RA
Legislative Auditor	62%	38%	—	—
Legislative Fiscal Analyst	100%	—	—	—
Legislative Council	100%	—	—	—
Legislature — House	100%	—	—	—
Environmental Quality Council	100%	—	—	—
Consumer Council	—	100%	—	—
Legislative Branch	77%	23%	—	—
Judiciary	99%	1%	—	—
Governor's Office	97%	—	3%	—
Secretary of State Office	99%	1%	—	—
Commissioner of Political Practices	100%	—	—	—
State Auditor's Office	100%	—	—	—
Office of the Superintendent of Public Instruction	32%	5%	63%	—
Elected Officials	86%	1%	13%	—
Crime Control	23%	—	77%	—
Justice	81%	13%	2%	4%
Public Service Regulation	99%	—	1%	—
Justice	68%	4%	27%	1%
Board of Public Education	77%	—	23%	—
Commissioner of Higher Education	95%	—	5%	—
Montana Arts Council	19%	6%	75%	—
Library Commission	3%	—	97%	—
Advisory Council - Vocational Education	—	—	100%	—
Historical Society	68%	1%	31%	—
Board of Regents	100%	—	—	—
Education	52%	1%	47%	—
Fish, Wildlife and Parks	6%	60%	34%	—
Health and Environmental Sciences	11%	—	86%	3%
Highways	—	99%	—	1%
State Lands	29%	50%	21%	—
Livestock	3%	97%	—	—
Natural Resources and Conservation	44%	52%	4%	—
Revenue	91%	—	4%	5%
Administration	51%	12%	2%	35%
Agriculture	33%	20%	47%	—
Institutions	50%	40%	10%	—
Commerce	23%	55%	14%	8%
Labor and Industry	14%	32%	54%	—
Adjutant General	48%	—	52%	—
Social and Rehabilitation Services	26%	—	74%	—
Executive Branch	31%	37%	29%	3%

*Includes funding for library materials for Helena based programs only.

GF = General Fund

ERA = Earmarked Revenue Account

FPRA = Federal and Private Revenue Account

RA = Revolving Account

Appendix A contains individual summaries of the five Executive Branch information collections that are staffed and a sample of nine collections without assigned staff that were included in this study. The functions of the agencies in which the collections are housed, the nature of each collection and the services provided are briefly stated. The fiscal investment in each collection is measured by salaries and materials cost for fiscal year 1982.

CONSOLIDATION OPTIONS

Variables

There are two varying factors involved in the current consideration of consolidation of agency libraries and the Montana State Library. These variables are physical relocation of agency collections to incorporate them into the MSL and functional consolidation or coordination of specialized agency services and expertise within existing or modified MSL functions. Both variables could be implemented completely, partially, or not at all.

Physical consolidation would require accommodation of either all or of some existing agency collections within the MSL's new location at 1515 East Sixth. Table 4 summarizes the number of linear feet of shelving currently existing at the MSL, the number of linear feet contained within the new location and the difference, which represents the collection space that could be available to accommodate additional collections. HOWEVER, the "available" space would exist ONLY if the following assumptions pertain:

- the MSL collection would remain permanently static and there would be no growth of the agency collections transferred
- shelf space would not have to be reduced to accommodate staff increases
- films and other audiovisual materials, as well as maps and their associated map drawer systems, are NOT incorporated within the MSL.

Obviously, the amount of "available" space must be assumed with great caution.

Table 4. Linear feet of shelf space in the MSL collection

Material Type	Current	New Location	Total "Available"
Monographs	6,125	7,644	1,519
Periodicals	2,200	3,837	1,637
Federal Documents	3,884	6,684	2,800
State Documents	912	1,260	348
Reference Collection	<u>1,442</u>	<u>2,704</u>	<u>1,262</u>
Total	14,563	22,129	7,566

Table 5 presents the number of linear feet of materials that current exist in the agency collections that were reviewed as part of this study.

Table 5. Linear feet of materials in surveyed agency collections

Material Type	Admin RSS	DHES	DNRC	DOLI	Highways	Insti	SRS TRIC	TOTAL
Monographs	18	15	100	3	8	100	145	389
Periodicals	72	20	172	13	13	172	21	483
Federal Documents	162	40	530	38	75	2	--	847
State Documents	72	10	354	6	31	15	16	504
Reference Collection	<u>18</u>	<u>15</u>	<u>--</u>	<u>106</u>	<u>81</u>	<u>38</u>	<u>--</u>	<u>258</u>
Total	342	100	1,156	166	208	327	182	2,481

Given the existing agency collections of the materials listed above and the amount of space that will exist in the new location, it is apparent that the MSL in its new location could physically accommodate the materials that currently exist in the Executive Branch agencies surveyed. HOWEVER, the DHES Film Library, the audiovisual materials and equipment of the TRIC of SRS, the extensive maps and charts collections of both Highways and DNRC have not been included in this physical consolidation consideration. It must also be kept firmly in mind that, even if the MSL did accommodate the collection materials listed in Table 5, only

about 5,000 linear feet of shelving would be available to house expansion of the collection for the rest of its existence at 1515 East Sixth.

An additional factor to consider in physical consolidation is the accommodation of any staff that would be transferred from an agency to the MSL. The amount of space allocated per staff member during the architectural planning for the MSL occupation of its new location was approximately 143 square feet per person. The amount of linear feet of shelf space that would be available for incorporation of agency collections would be reduced if shelf space were given up to accommodate increases in the amount of square feet required to provide work space for additional staff.

Functional consolidation and/or functional coordination are the other variables considered in the consolidation options. These variables assume the centralization of the existing agency collection staff into the MSL along with their collections. If existing services are maintained, this would accomplish complete functional consolidation. Functional coordination would involve management of services without transfer of staff to MSL, including employment of some formalized cooperation strategies among agencies and the MSL.

Impact Areas

The criteria that will determine the feasibility of implementing either the physical or functional consolidation/coordination variables to any degree are twofold: fiscal and programmatic impacts.

Fiscal impact has been measured in terms of the monetary costs associated with consolidating agency collections and/or functions. Costs included are:

- Staff salary costs where existing FTE's are involved
- Incorporation costs, expressed as the staff-hours required by a Librarian to only screen, or to screen and absorb, uncataloged materials into the MSL.

Incorporation costs have been derived from consideration of time studies conducted by MSL staff to determine typical time investments in screening and processing donated materials. The time studies included the time required to screen, catalog and classify the following materials: State and federal documents, books and periodicals. Screening involves a minimum of 8 minutes for each book or State document, 17 minutes for each federal document, and 5 minutes for each periodical to determine whether to keep or discard the item. Once the decision has been made to keep the item, cataloging begins. Cataloging involves putting the title, author, publisher, date of publication, physical description of the item, and appropriate descriptors of the subject content on the catalog record so the publication may be cross-indexed by subject for access. Classification involves deciding in what part of the total collection an item would be most appropriately housed and assigning a code to the item so it can be located on the shelves. Cataloging and classification times were considered together as representing typical processing time for materials to be incorporated within the MSL.

The times of each component of incorporation were translated into the number of staff hours required to screen, or screen and process, one linear foot of each type of collection material. To calculate a representative number of items per linear foot of each material type, MSL staff took a random sample of State and federal documents and determined the number of items per linear foot of shelf space. The same process was applied for books, periodicals and reference materials. Table 6 summarizes incorporation costs.

Table 6. Incorporation costs in hours per linear foot of material

Material Type	Minimum Screening Time*	Typical Processing Time**	Total Incorporation Time
Monographs	1.4 Hours	1.2 Hours	2.6 Hours
Periodicals	2.7	1.3	4.0
Federal Documents	7.9	.4	8.3
State Documents	3.0	2.5	5.5
Reference Collection	1.4	1.2	2.6

* Includes sorting the materials as to type of document, deciding whether the material should be kept in MSL, determining whether it is a duplicate of existing material and if so, whether it should be retained.

** Includes classifying and cataloging the material into the MSL system.

Translation of the incorporation hours into salary costs was derived by applying an annual salary of \$17,015 for one Librarian I (Grade 12, Step 2).⁺ To incorporate a collection requires that the materials be screened, cataloged and classified by a professional librarian who is familiar with established cataloging and classification systems and who understands the specific informational needs of the collection users so that only relevant materials are kept. Table 7 summarizes the number of Librarian I hours that would be required to incorporate each agency's collection materials into the MSL. Total conversion hours are translated into staff years. A staff year is considered to be 1,864 hours of actual work time available after holidays, annual and sick leave are subtracted. Costs for incorporation are calculated as follows:

$$\frac{\text{Number of hours to incorporate}}{1,864 \text{ hours/staff year}} = \text{Staff years} \times \$17,015 = \text{Cost}$$

+ Salary, without insurance, for 1982 and 1983.

Table 7. Incorporation Costs of Consolidating Seven Executive Branch Agency's Collections with the MSL

Material Type	Admin. RSS	DNRC	DOLI	High- ways	Insti	SRS TRIC	DHES
Monographs	47 hrs	260 hrs	8 hrs	21 hrs	260 hrs	377 hrs	39 hrs
Periodicals	288	688	52	52	688	84	80
Federal Documents	1,345	4,399	315	622	17	--	332
State Documents	396	1,949	33	170	82	88	55
Reference Collection	<u>47</u>	<u>--</u>	<u>276</u>	<u>211</u>	<u>99</u>	<u>--</u>	<u>39</u>
Total Hours	2,123	7,296	684	1,076	1,146	549	504
Total Staff Years	1.1	3.9	.4	.6	.6	.3	.3
Total Cost	\$18,717	\$66,358	\$6,806	\$10,209	\$10,209	\$5,104	\$5,104
GRAND TOTAL			\$122,508				

Although no fiscal impact has been specifically determined for the loss to an agency of the "inventory" value of its information collection if it were transferred to another agency, this is a significant area to consider. Before any consolidation plan for incorporating agency materials into the MSL collection is implemented, it must be determined whether reimbursement must be made for materials funded through specific federal grants or by specially earmarked revenues.

Another potential fiscal impact is the jeopardy of federal funding for information materials if agency collections are no longer supporting the specific functions of a federal grant recipient agency. A related issue is that of federal grant requirements for specific information support services being provided by grant recipients. For example, DHES's status as the State Health Planning and Development Agency requires provision of a resource center for the staff carrying out those functions. Their collection and support staff must be maintained to continue that status.

Programmatic impact involves assessing the effect on existing agency services and the specialized expertise of current collection resource staff of either physical and/or functional consolidation.

Impact on relevant, efficient access to information is the critical factor. Consolidation options will have varying effect on physical proximity of, and, therefore, immediate access to, information pertinent to agency staff functions. Consolidation options involving incorporation of agency materials into the MSL collection will result in complete lack of access to materials for substantial periods of time, depending on the number of FTE's that would be devoted to incorporation of agency materials. (See Table 7) It is important to note that incorporation hours represent hours of additional staff resources, not additional hours on top of full-time duties of current staff. Consolidation options will also affect direct access to information by members of the public who have used agency materials on-site and have received information services from agency collection staff. Existing MSL policy prohibits direct dissemination by MSL staff of information that can be obtained through the federation of public libraries. This restriction of access must be taken into consideration when examining consolidation options. In addition, access to relevant experts in various subject areas can be affected by the loss of agency collection staff who have acted as "expertise resource brokers" for the agency staff they support.

In addition to the programmatic impact of consolidation on access to information, there is the potential loss of the specialized research expertise that has been developed by agency collection staff to provide assistance to the professional staff of the agency. This research and information retrieval expertise cannot be duplicated by unspecialized staff within a general library service agency such as the MSL. In addition, MSL staff are anticipating a significant increase in the demand for their services from State government employees when the library relocates in the Capitol Complex area. Transfer to a centralized library will require some generalist duties from transferred staff as part of a larger service. Further, transfer of agency collection staff to the MSL would not ensure maintenance of their existing levels of subject expertise. Removal from the ongoing educational environment of working with professionals in a particular area of expertise will inevitably result in some stagnation of the resource person's development in the specialized subject area.

Assumptions

Consideration of the factors involved in the fiscal and programmatic impact of consolidation options leads to some basic assumptions of feasibility. Briefly listed, these assumptions are:

- Consolidation options that will reduce access to information by those who must use that information to carry out their functions within State government are not feasible.
- Consolidation options that will prohibit specialized retrieval and research functions in support of agency functions are not feasible.
- Consolidation options that will substantially increase expenses to the State to maintain the levels of access and expertise that currently exist in decentralized locations are not feasible.

The following types of information collections have been removed from consideration of consolidation with the MSL.

- Maps and charts that are an integral part of the functioning of agency staff are not suitable for consolidation outside of the using agency.
- Audiovisual materials are not suitable for consolidation outside of their using and/or distributing agencies. In particular, the DHES Film Library and the SRS TRIC collection are not candidates for consolidation.

There are four basic options that have been examined in the course of this study. Two options are considered not to be feasible, one is given qualified feasibility and one is considered feasible without qualification.

Option 1

Physical, but no functional, consolidation of agency collections.

Essentially, this means dumping the Executive Branch collections into the MSL without transferring any staff to provide services for the maintenance of the collections or for specialized access to their materials.

Programmatic Impact:

This option is NOT considered feasible because it:

- Eliminates access to needed agency collection information
- Eliminates specialized subject area research and reference service to State agency staff and to the public
- Eliminates direct program service to the public due to current MSL policy
- Violates DHES federal grant requirements with the U.S. Department of Health and Human Services
- Violates State Data Center (SDC) agreement with the U.S. Department of Commerce, an agreement with the U.S. Geological Survey (USGS) and Montana statutory assignment of the SDC function in the Department of Administration (MCA 90-1-109).

In addition, experience has proven that, even if an agency transfers its collection to the MSL with the understanding that access to the materials will be maintained, internal collections are formed within the agency in response to staff's needs for immediate access to specific information.

Fiscal Impact

Any attempt to quantify true monetary impact of implementing this option would be difficult. Despite the fact that dropping FTE's can be quantified, the increase in the cost of professional staff hours lost in attempting to retrieve information previously provided by research and reference staff or travel from their work areas to a centralized collection would have to be quantified to show a true net effect. It is also of questionable value to try to

quantify in dollar amounts the money that would be saved by dropping materials acquisition costs of the agencies surveyed if one cannot also quantify the cost of decisions that have been made in the absence of the best information relevant to the decision issue. In addition, the loss to each agency of the money invested in material acquisition over the lifetime of the collection would have to be considered, as well as reimbursement of federal or earmarked funds expended for specific program materials. With these qualifications to establishing true impact, the following is presented:

Fiscal Impact

<u>Expenditures</u>	<u>Current Status FY 82</u>	<u>Option 1 Impact</u>	<u>Net Impact (Reduction)</u>
Salaries*	\$ 29,245	0	(\$ 29,245)
Materials Costs	61,505	0	(61,505)
			(\$ 90,750)**

* Does not include MSL, RSS or DHES salaries.

** Assumes that no expense will be allowed to incorporate the materials from the agencies into the MSL collection. To make those materials usable, incorporation cost of \$ 98,686 would be incurred for 6.1 staff-years of cataloging. The net impact would then be an increase of \$7,936.

Option 2

Physical and functional consolidation of agency collections.

This involves transferring all agency collections and all associated staff to the MSL.

Programmatic Impact

This option is NOT feasible for several reasons:

- User access to agency collection materials would be limited or nonexistent during incorporation
- Agency collection staff expertise would not continue to increase due to reduced contact with professional staff of the former host agencies
- Direct program services to the public would be eliminated due to current MSL policies
- Violation of State Data Center agreement with the U.S. Department of Commerce, the USGS and MCA 90-1-109.

This option was implemented in Montana when the Highway Department turned over its collection to the MSL in 1973. The intent of this incorporation was to provide better library service to the Department of Highways staff and to make the materials available to more users outside the Department. The Department paid for staff for six months to assist in incorporation and paid for subscriptions of interest to them. MSL now pays for all subscriptions that have been retained except for the TRB and NCHRP publications which are furnished to MSL through a membership fee paid by the Department of Highways. (See page A-20)

Despite the functional and physical consolidation almost 10 years ago, the Department now has the fourth largest collection of materials of all the agencies reviewed in this study. Its collections are dispersed among three locations and are larger than two of the collections that are staffed. Convenient access to

materials that are related to the Department's functions and are frequently used is important. If this option were implemented for all agencies studied, it is reasonable to expect that their internal collections would be informally rebuilt as they were in the Department of Highways.

Fiscal Impact

<u>Expenditures</u>	<u>Current Status FY 82</u>	<u>Option 2 Impact</u>	<u>Net Impact (Reduction)</u>
Salaries*	\$ 29,245	\$ --	\$ --
Incorporation Costs**	--	98,686	98,686
Materials Cost	49,604	48,987	(\$ 617)***

* Salaries of 2 FTE for current staff of DNRC and TRIC. Does not include current staff of MSL, DHES or RSS.

** Represents incorporating 2,039 linear feet of materials from eleven agency collections into the MSL.

*** Represents the total amount of duplicated subscriptions excluding DHES and RSS.

The costs incurred by the Department of Highways for membership and for receipt of TRB and NCHRP publications is not shown in the table above. If the Department elected to drop this membership, it would cost the MSL \$528 annually to purchase these materials that they now receive at no charge.

Option 3

No physical consolidation, but functional coordination of agency collections.

This involves maintaining decentralized agency and specialized collections while consolidating or coordinating some functions. This option represents establishment of an information management network.

This option is feasible and desirable if a commitment is made to information management within State government. It is not feasible if only MSL and the agency collections studied for the purpose of this report are included in this option. Before implementation of this option could be attempted, a statewide commitment would have to be made to create an information management system for all agencies in State government, including the Judicial and Legislative Branches.

Programmatic Impact

It would be necessary to catalog all materials in the State's collections to implement this option. The time required for only the collections included in this study would be 7.2 staff-years. Because the materials would be housed in their respective host agencies, there would be no loss of expertise or of access to the materials. The amount of time spent by each agency would be considerably less than the total years stated above.

A statewide information management system as described above has been implemented in the Wisconsin State Government. The benefits and disadvantages are:

- Materials are kept in close proximity to those who use them the most, but they are available to others in the system because of the coordinated access system.
- Collection staff expertise is maintained or augmented by the continued contact with the subject areas of interest to the host agencies. Coordination of access makes this expertise available to persons in other agencies.

- Unnecessary duplication in purchase of materials is avoided, because if an item is housed in a collection, this can be easily determined, and the item can be borrowed rather than purchased.
- Some delays in getting materials to a user are avoided when an item is loaned between agencies rather than borrowed from another city or state through interlibrary loan.
- Coordination of acquisitions was attempted on the assumption that if materials could be purchased in larger quantities, money could be saved. Due to administrative complications encountered in billing the agencies for acquired materials, the centralized purchasing system was discontinued.

Fiscal Impact

<u>Expenditures</u>	<u>Current Status FY 82</u>	<u>Option 3 Impact</u>	<u>Net Impact (Reduction)</u>
Salaries	\$63,370	\$ --	\$ --
Incorporation Costs*	--	122,508	122,508
Materials Costs	64,435	63,343**	(1,092)

* Represents 7.2 staff-years to incorporate the collection

** Represents unduplicated subscription costs, books, and reference materials

The net fiscal impact would be the cost of incorporating the collection minus the cost savings attributed to eliminating duplicate subscription costs (\$122,508 minus the \$1,092 subscription costs savings = \$121,416 increased cost of incorporation).

Option 4

No physical and no functional consolidation of agency collections.

This option basically means maintaining the status quo of separate collections, with or without agency-designated staff support, with no formal system of coordinating identification of information or managing access.

Programmatic Impact

This option is feasible without an overall commitment to information management. This is how the system is operating now. The informal coordination between MSL and agency collection staff would continue under this option. There would be no loss of expertise or access to the materials by the host agency staff. Availability of information to persons outside the agency would continue to be limited because there is no efficient means of making others outside the agency aware of the nature of the materials in the collection. This situation may be improved by cataloging the materials. This activity would consume about 7.20 staff-years if all collections were cataloged, but the amount of time required to catalog each collection is considerably less than this. Cataloging is not required for implementation of this option. Whether or not cataloging is done, there would be no loss of expertise or access to materials in staffed or organized collections.

Fiscal Impact

There would be no extra costs incurred unless the agency libraries elected to catalog their materials. Based on the estimated 7.20 staff-years it would take to catalog the holdings from all the agencies studied, the cost would be \$122,508 at current salary scale.

RECOMMENDATIONS

The State of Montana needs to make a commitment to developing an effective information management system in order to make efficient use of information resources, both within and outside government. This information management system must encompass all branches of State government. To be effective, it must be designed to meet the information needs of all component agencies. Establishment of an information management network among only some Executive Branch agencies and the Montana State Library would not be advised for this reason. Therefore, based on the examination of feasibility of consolidating Executive Branch agencies and the MSL, the following recommendations are made at this time:

- 1) Maintain the current condition of housing highly specialized subject collections within agencies.
- 2) Maintain the current level of collection staff support, with agency option to expand resource staff to meet agency information needs.

It is strongly recommended that the State begin the planning necessary to design an information management system for Montana State government. At minimum, such planning must include:

- Establishment of clearly stated policy that delineates the purpose of the information management system and ensures its development
- Identification of staff resources from each component agency to participate in the planning process
- Review of statutory constraints on the creation of such a Statewide system and proposal of legislation where indicated
- Identification of the specific information needs of each component agency of State government, including information sharing requirements
- Critical review of available information sources and costs
- Identification of feasible components of the system
- Assessment of automation options as appropriate
- Design of a proposed system for review and approval by all Branches.



APPENDICES

A. Current System Summary

Staffed Collections

Montana State Library

Research and Statistical Services

DHES Reference Library - DHES Film Library

DNRC Research and Information Center

Training Resource and Information Center (TRIC)

Sample of Unstaffed Collections

Department of Highways - Three collections

Department of Institutions - Two collections

Department of Labor and Industry - Four collections

B. Montana State Library Time Studies

C. Glossary of Acronyms and Abbreviations

APPENDIX A

CURRENT SYSTEM SUMMARY

In the Executive Branch, there are some information collections that have agency staff assigned to "manage" the agency's reference and specialized information resources with varying degrees of involvement. The varying degree of involvement is usually reflected by the presence of full-time equivalent positions assigned by the agency to maintain an internal collection. Five collections within four agencies and the Montana State Library are described in the following subsection as "Staffed Collections". A total of nine collections in three other agencies without assigned staff to manage the materials is included in the subsection describing the "Sample of Unstaffed Collections". The three agencies sampled are considered to be fairly representative of the degree to which "unofficial" collections exist within all State agencies. However, the Department of Highways was specifically examined because, in 1973, their formal collection was incorporated in the MSL by contractual agreement. It was considered germane to the consolidation issue to determine whether in fact consolidation of their collection with the MSL precluded the need for internal collections.

NOTE: Personal Services expenditures are derived from the Position Control Report as of June 30, 1982 and, unless otherwise noted, include only fiscal year-to-date expenditures for direct salary, overtime, and/or longevity pay. Employee benefits are not included. Fiscal year 82 expenditures for information materials were obtained from the fiscal year printouts of the Governor's Office of Budget and Program Planning. Funding sources are identified as GF (General Fund), ERA (Earmarked Revenue Account), FPRA (Federal and Private Revenue Account) and RA (Revolving Account).

Staffed Collections

Department Name: State Library Commission

Agency Function:

The State Library Commission's statutory authorities are listed in Montana Code Annotated Title 22, Chapter 1, Part 1.

22-1-103. State library commission - authority. The state library commission shall have the power to:

- (1) give assistance and advice to all tax-supported or public libraries in the state and to all counties, cities, towns, or regions in the state that may propose to establish libraries, as to the best means of establishing and improving such libraries;
- (2) maintain and operate the state library and make provision for its housing;
- (3) accept and expend in accordance with the terms thereof any grant of federal funds which may become available to the state for library purposes;
- (4) make rules and establish standards for the administration of the state library and for the control, distribution, and lending of books and materials;
- (5) serve as the agency of the state to accept and administer any state, federal, or private funds or property appropriated for or granted to it for library service or foster libraries in the state and establish regulations under which funds shall be disbursed;
- (6) provide library services for the blind and physically handicapped;
- (7) furnish, by contract or otherwise, library assistance and information services to state officials, state departments, and residents of those parts of the state inadequately serviced by libraries;
- (8) act as a state board of professional standards and library examiners and develop standards for public libraries and adopt rules for the certification of librarians;
- (9) designate areas for the establishment of federations of libraries and designate the headquarters library for such federations.

Collection Name: Montana State Library (MSL)

Collection Location:

930 East Lyndale (current); 1515 East Sixth (early fall 1982)

Staff Position Classifications:

The Library Commission has opted to distribute its State Library staff over all of its service roles for federation activities and State government support services. It has dedicated staff positions only to the programs for support of institutions and the Blind and Physically Handicapped program. Therefore, the following FTE's are providing direct and indirect services to State government employees, as well as to federation libraries:

- 6 Librarians
- 4.5 Library Clerks
- 1 Library Assistant

This does not include the functions provided by the administrative staff of the MSL.

Collection Background:

The State Library was originally housed on the campus of the University of Montana in Missoula in 1945. In 1965, the Library moved to Helena, when its services to State government employees began. The Library is currently housed in commercially-owned property and will move into its new location at 1515 East Sixth, which is a newly constructed State-owned facility.

With the development of the public library federations around the State, the State Library has eliminated most of the fiction collection that was formerly maintained when the Library was a major loaner to public libraries. Its collection now is predominantly technical, and includes reference materials and State and federal documents. The MSL is a partial federal depository for the State of Montana (the University of Montana is the State's full depository), and, therefore, receives many federal documents automatically, without charge.

Nature of Collection:

The MSL collection consists of the following number of linear feet (shelf space) of materials in its present location:

Monographs	6,125 Linear Feet
Periodicals	2,200 Linear Feet
Federal Documents.....	3,884 Linear Feet
State Documents.....	912 Linear Feet
Reference Collection	1,442 Linear Feet

The collection represents a general cross-section of topics with heaviest emphasis on reference service, including an on-line literature search service that accesses over 160 computer databases, and an interlibrary loan network that operates within and outside of the State.

Services Provided:

The MSL provides services to four groups of clientele: the public through its relationship with the federation network of Montana public libraries, State government employees, institutional residents, and blind and physically handicapped individuals. Services received by State government employees include:

- Reference information, either through ready reference over the phone for specific, easily located requests or more extensive research including use of the Montana Online Reference Service
- Loan of materials, including materials obtained through the interlibrary loan networks
- Current awareness of recent publications in specific subject areas through routine forwarding of photocopied tables of contents of selected publications.

Additional services include consultation on management of agency library collections and a "people resource broker" function of putting individuals in contact with other employees with similar or pertinent projects and expertise.

Contractual Agreements:

The MSL and the Department of Administration's Research and Statistical Services staff constitute the "components" of the State Data Center established through agreement with the U. S. Bureau of the Census. The MSL agreed to provide training and technical assistance to the State Data Center "affiliates". The affiliates are the six public library federation headquarters and the designated agencies on the university campuses. State funding has been inadequate to provide these services to date.

Fiscal Investment in FY 82:

<u>Expenditures</u>	<u>Funding Source</u>			<u>Total</u>
	<u>GF</u>	<u>ERA</u>	<u>FPRA</u>	
Personal Services*	\$131,012	\$ ---	\$79,890	\$210,902
Subscriptions **	1,848	---	---	1,848
Library Books **	<u>290</u>	<u>---</u>	<u>74,071</u>	<u>74,361</u>
Total	\$133,150	\$ ---	\$153,961	\$287,111

*Includes funding only for the MSL staff assigned to General Library Services and Networks and includes salaries and benefits.

** Due to accounting procedures used by the MSL in FY 82, "Subscriptions" included only newspaper subscription costs. \$30,342 of the category "Library Books" represents subscriptions for periodicals and serials.

Department Name: Administration

Agency Function:

The Department of Administration provides the general administrative, management and fiscal functions of the Executive Branch of government.

Collection Name: Research and Statistical Services (RSS)

Collection Location: Mitchell Building, Capitol Complex

Staff Position Classification: Research Specialist II

Collection Background:

MCA 90-1-109 requires the Department of Administration to:

...establish and maintain a central depository of statistical, graphic, library, and other information, including computer-retrievable files, concerning the significant characteristics of the state, its people, economy, land and physical characteristics. The department shall analyze and disseminate such information to state and local agencies and the general public.

Therefore, statutory authority exists for the continuation of the RSS collection and its State Data Center functions within the Department of Administration.

Nature of Collection:

The RSS collection consists of the following number of linear feet of materials by category:

Monographs.....	18 Linear Feet
Periodicals.....	72 Linear Feet
Federal Documents.....	162 Linear Feet
State Documents.....	72 Linear Feet
Reference Collection.....	18 Linear Feet
Microfiche Collection.....	4 Linear Feet
Other: Maps and Charts.....	(20 map drawers, 140 tubes)

The topical content of the collections is predominantly U.S. Bureau of the Census information, economic/demographic, and natural resource development reference materials. Not all of the holdings are cataloged. Three classification systems are used: Dewey decimal, SuDOC and an internally devised system. The maps and charts include topographical maps, aerial and space imagery, geodetic data and census maps. The microfiche collection represents materials from the USGS Topographic Division, which provides regional National Cartographic Information Center (NCIC) service.

Services Provided:

The Research Specialist's time is split between providing services concerning U.S. Census information (80%) and NCIC data (20%). Services include:

- Answering specific reference questions
- Informing data requestors of the limitations and qualifications of the data they are requesting
- Providing specific data, either over the telephone, through written response or by photocopied material
- Providing detailed research and liaison with the MSL for the Economist who provides economic analysis of U.S. Census data and related economic material as part of the contractual agreements between Montana State government and the U.S. Bureau of the Census
- Providing specialized subject expertise to MSL on NCIC and Census data.

Services are provided to all requesting State employees, members of the public, local governments, members of the academic community, and federal agencies. If U.S. Census information can be readily obtained from public libraries in the requestor's immediate vicinity, this fact is brought to the caller's attention. Otherwise, the information is provided directly.

Contractual Agreements:

The specific content of this collection and the services provided by the Research Specialist are directly tied to performance of three contractual agreements with federal agencies. The agreement with the U. S. Bureau of the Census involves providing a State Data Center with specialized economic and demographic data (Census and non-Census data in print and computer tape form, the latter currently housed in the Computer Services Division of the Department of Administration), providing consultation to public and private citizens on the appropriate use of the data, and user training. An additional agreement exists with another U. S. Department of Commerce agency, the Bureau of Economic Analysis. This Bureau provides detailed earnings and employment data, some of which is confidential and may not be generally distributed. The Research Specialist answers reference questions and provides only the information that may be distributed. The third agreement is with the USGS National Cartographic Information Center and involves distribution of natural resource data in the form of maps, charts and other media.

Fiscal Investment in FY 82:

<u>Expenditures</u>	<u>Funding Source</u>				
	<u>GF</u>	<u>ERA</u>	<u>FPRA</u>	<u>RA</u>	<u>Total</u>
Personal Services*	\$18,452	\$ ---	\$ ---	\$ ---	\$18,452
Maps, Charts, Pamphlets	626	---	199	325	1,150
Books & Reference Materials	654	---	---	---	654
Subscriptions	<u>1,126</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>1,126</u>
Total	\$20,858	\$ ---	\$199	\$325	\$21,382

* Represents the salary of the Research Specialist only and does not include the salaries of the two other FTE's of the State Data Center function within the Department.

Department Name: Health and Environmental Sciences (DHES)

Agency Function:

The Department of Health and Environmental Sciences protects the health of the citizens of the State and provides health care services throughout the State. The Department's areas of concern include air and water quality control, environmental sanitation, maternal and child health services, dental health, disease control, nutrition, health education, comprehensive health planning, hospital and medical facilities, laboratories, nursing, records and statistics and local health services. The Department is Montana's designated State Health Planning and Development Agency (SHPDA) and as such is required by federal grant requirements to maintain an agency resource center. The Department maintains two collections, the Reference Library and the Film Library.

Collection Name: DHES Reference Library

Collection Location: Cogswell Building, Capitol Complex

Staff Position Classification: Library Assistant II

Collection Background:

Beginning in March of 1982, DHES made an internal commitment to expand the existing collection and services in the Health Planning and Resource Development Bureau to include an agency-wide collection and reference service.

Nature of Collection:

The materials in the DHES Reference Library consist of the following linear feet by category:

Monographs.....	15 Linear Feet
Periodicals.....	20 Linear Feet
Federal Documents	40 Linear Feet
State Documents	10 Linear Feet
Reference Collection.....	15 Linear Feet

The health planning materials are arranged by 21 National Health Planning Information Center subject classifications but are not catalogued. The water resource management materials, air quality information and preventive health materials are located within the Bureaus carrying out functions related to those subject areas. The Library Assistant coordinates intra-agency access to those materials by maintaining records of what is contained in those decentralized portions of the collection.

Services Provided: The Library Assistant provides:

- Reference service within the agency and to health organizations such as the Montana Hospital Association and the American Heart Association, as well as to the federal regional office
- Research service within the agency, particularly for health planning activities, and, to a lesser extent, for health organizations. This service occupies half the Library Assistant's time
- Interlibrary liaison service for the agency and the MSL.

Contractual Agreements:

The U. S. Department of Health and Human Services is the federal agency with which DHES contracts as the State's Health Planning and Development Agency.

Fiscal Investment in FY 82:

Expenditures ¹	Funding Source				Total
	GF	ERA	FPRA	RA	
Personal Services ²	\$3,918	\$ ---	\$11,755	\$ ---	\$15,673
Maps, Charts, Pamphlets	777	65	2,894	85	3,821
Books & Reference Materials	1,704	178	6,070	1,070	9,022
Subscriptions	<u>2,196</u>	<u>25</u>	<u>3,068</u>	<u>520</u>	<u>5,809</u>
Total	\$8,595	\$ 268	\$23,787	\$1,675	\$34,325

¹The materials expenditures are for all DHES, not just for the centralized reference collection.

²Represents salary and benefits for the Library Assistant.

Collection Name: DHES Film Library

Collection Location: Cogswell Building, Capitol Complex

Staff Position Classification: ½ FTE Film Library Clerk

Collection Background:

The DHES film collection began in 1923 with less than 10 films and two projectors, one of which would operate on the strength of a car battery. The collection now contains approximately 1,000 pieces of film, filmstrips, videotapes, records and slides of an estimated \$200,000 inventory value. The collection is supported by maintenance and splicing equipment as well as projectors and video players that are available for in-house use.

Nature of Collection:

The film, slide and video tape media include information on health issues, disease prevention, maternal and child health, nutrition and health education, alcoholism, drug addiction, adolescence, aging, emergency medical care, environmental quality and social issues affecting physical and mental health.

Services Provided:

- Film media are loaned to citizens of the State of Montana as part of DHES' educational program. Certain materials are restricted either to professional use or to staff conducting specific educational programs. Some professionals are given priority access to some materials, such as the emergency medical procedures films being reserved for Emergency Medical Technicians.
- The DHES Film Library distributes and maintains the alcohol and drug abuse film collection of the Department of Institutions.

- The DHES Film Library stores, cleans and repairs the films. It pays the postage for sending requested materials to the public. The postage is billed to the appropriate DHES program depending on the subject matter of the film loaned.
- Administrative support of tracking and scheduling materials usage is provided by the Film Library Clerk with the assistance of an Administrative Assistant in the Planning and Evaluation Unit.
- Referrals are made by Film Library staff to the appropriate Bureau or Unit within DHES if it appears that a request has been received from an individual or group that may need some additional assistance from subject experts in order to use the requested material appropriately.

Contracted Agreement:

The DHES has made a contractual arrangement with the Department of Institutions to house, distribute, repair and clean their alcohol and drug abuse film collection for an annual fee.

Fiscal Investment in FY 82:

<u>Expenditures</u>	<u>Funding Source</u>				<u>Total</u>
	<u>GF</u>	<u>ERA</u>	<u>FPRA</u>	<u>RA</u>	
Personal Services	\$ ---	\$ ---	\$ ---	\$5,646	\$ 5,646
Film Services*	228	---	15,235	---	15,463
Films*	<u>615</u>	<u>---</u>	<u>17,134</u>	<u>---</u>	<u>17,749</u>
Total	\$ 843	\$ ---	\$32,369	\$5,646	\$38,858

*Represents agency-wide expenditures because the Film Library does not directly purchase films - the DHES programs do.

Department Name: Natural Resources & Conservation (DNRC)

Agency Function:

To regulate development of natural resources as required by statute and to provide technical assistance to facilitate meeting present and future needs for Montana's natural resources.

Collection Name: Research and Information Center

Staff Position Classification: Research Specialist I

Collection Location: 32 and 25 S. Ewing and 28 S. Rodney Streets

Collection Background:

The Research and Information Center was established in 1973 as a staffed collection. The department has established a library committee to ensure that the department's information needs are met.

Nature of Collection:

The Research Information Collection contains the following materials:

Monographs.....	100 Linear Feet
Periodicals.....	172 Linear Feet
Federal Documents	530 Linear Feet
State Documents	354 Linear Feet
Film.....	25 Linear Feet
Newsletters.....	3 Linear Feet

The collection is highly specialized and tailored to the department's functions. The types of materials cover the following subject areas: solar, geothermal, energy conservation, water, geology, statistical and engineering materials (including maps and aerial photographs) and Environmental Impact Statements. The numbers shown in the table above do not include space occupied by legal materials, maps and aerial photographs. All of the collection is organized and classified for easy access.

Services Provided:

The Research Specialist provides the following services:

- Acts as an information broker by facilitating access to resource people with particular expertise within and outside of State government
- Research services to agency employees
- Provides inter-library loan services to and from the Department
- Allows persons to use materials on-site
- Provides reference services for persons within and outside of State government
- Acquires materials from outside sources for agency staff
- Answers requests from the public for DNRC publications
- Keeps track of all acquisitions to make sure no duplicate purchases are made by the Department
- Coordinates sharing of publications cost and use within the agency and among agencies. For example, Energy Daily costs \$800.00 per year, but the subscription cost and use is shared with: the Public Service Commission, Northwest Power Planning Council, the Governor's Office, Environmental Quality Council and Montana State University
- Periodically circulates a list of titles of recently received materials to Department staff.

Contractual Agreements: None

Fiscal Investment for FY 82:

<u>Expenditures*</u>	<u>Funding Source</u>			<u>Total</u>
	<u>GF</u>	<u>ERA</u>	<u>FPRA</u>	
Personal Services	\$15,142	\$ ---	\$ ---	\$15,142
Maps, Charts, Pamphlets	460	23,934	51	24,445
Books	5,869	2,101	556	8,526
Subscriptions	3,757	751	987	5,495
Film Services	<u>318</u>	<u>966</u>	<u>887</u>	<u>2,171</u>
Total	\$25,546	\$27,752	\$2,481	\$55,779

*These figures only include staff and collections located in Helena.

Department Name: Social and Rehabilitation Services (SRS)

Agency Function:

The purpose of SRS is to provide supportive and rehabilitation services to persons. This includes economic assistance, vocational, rehabilitation and social services to the blind, aged and veterans.

Collection Name: Training Resource and Information Center (TRIC)

Collection Location: SRS Building, 111 Sanders Street

Staff Position Classification: Library Assistant II

Collection Background:

The TRIC is the successor to two non-profit corporations established to provide services to non-profit organizations funded by Title XX Health and Human Services monies. TRIC provides a variety of services including curriculum development, video taping, as well as maintaining library services. Since September, 1981, TRIC has been supported by general fund monies.

Nature of Collection: TRIC contains the following materials:

Monographs.....	145 Linear Feet
Periodicals.....	21 Linear Feet
State Documents.....	16 Linear Feet
Film & Video Tapes.....	22 Linear Feet
Slides.....	11 Linear Feet
Audiotapes.....	4 Linear Feet
Projection & Video Equipment.....	35 Linear Feet
Teletrainers.....	3 Linear Feet

TRIC staff produces most of their own training materials, including video tapes, audiotapes, and printed materials. Equipment and materials are available to the public, Developmental Disabilities (DD) contractors and families of DD people. Therefore, equipment is included in the space requirements shown above. About one-half of the Library Assistant's time is spent in maintaining the collection. The remainder of her time is spent in developing curriculum and training and materials and other client service duties. The collection is classified and organized by subject area for easy access.

Services Provided:

TRIC provides a wide variety of services on subject areas relating to developmental disabilities services. Materials are available for training service deliverers and clients. TRIC provides the following services to over 60 client organizations, the public schools, the public and government agencies:

- Provides research and analytical services
- Provides clippings on relevant topics
- Acts as a liaison and information broker within the agency and with client organizations
- Provides Interlibrary Loan (ILL) service within and outside of the agency
- Lends materials from a variety of media and any required equipment for use within and outside of the agency
- Produces curriculum and training materials for staff and clients
- Answers reference questions
- Allows persons to use materials on-site
- Provides training materials for persons performing specialized functions in service to the developmentally disabled clients.

Contractual Agreements: None

Fiscal Investment in FY 82:

<u>Expenditures</u>	<u>Funding Source</u>			<u>Total</u>
	<u>GF</u>	<u>ERA</u>	<u>FPRA</u>	
Personal Services	\$14,103	\$ ---	\$ ---	\$14,103
Maps, Charts, Pamphlets	38	---	114	152
Books & Reference Material	451	---	1,127	1,578
Subscriptions	184	---	551	735
Film Services	6	---	18	24
Films	<u>1</u>	<u>---</u>	<u>2</u>	<u>3</u>
Total	\$14,783	\$ ---	\$1,812	\$16,595

Sample of Unstaffed Collections

Department Name: Highways

Agency Function:

The purpose of the Department of Highways is to provide and maintain an adequate system of highways in the State, regulate gross vehicle weights on the State Highways, manage the State Motor Pool, and regulate proportional registration and taxation of interstate carriers.

Collection Location: Highway Building, 2701 Prospect Avenue

Collection Background:

In January of 1974, the Highways Technical Library was transferred to the State Library by a contractual agreement. All materials were to be interfiled with the State Library collection, including several publications for which the Department of Highways would continue to pay. Highways also agreed to pay for the services of a professional librarian for at least six months to maintain and search the collection for information. The rationale for this consolidation was to provide better service to users and to make the materials available to schools and public libraries through the services of a professional librarian.

Nature of Collection

There are three collections housed in the Department of Highways. All are technical and very specifically related to the functions of the bureaus that house them. Two collections are in the Research and Planning Bureau and the third is in the Fiscal and Equipment Supply Bureau. The following types of materials are housed in the Department:

Monographs.....	8 Linear Feet
Periodicals.....	13 Linear Feet
Federal Documents.....	75 Linear Feet
State Documents.....	31 Linear Feet
Reference Collection.....	81 Linear Feet

All three of the collections are organized by general subject area. The collection in the Urban Transportation Section of the Research and Planning Bureau is the most organized. A classification system has been established, and the Secretary spends about five percent of her time maintaining the collection. There is a checkout sheet for the periodicals housed there.

- The Urban Transportation section has city plats and comprehensive plans, urban transportation, plans from other states and federal publications relating to urban transportation.

- The collection housed in the Research Planning Bureau is comprised of highway research studies published by the federal government, the Transportation Research Board (TRB), the National Cooperative Highway Research Program (NCHRP) and other states. Most of the publications are received through a membership fee paid to the TRB which amounts to 0.0675% of the annual allocation of highway construction funds (approximately \$29,400 in FY 82). This membership fee pays for a computerized data base that accesses the information published in the materials mentioned above.

- The Fiscal and Equipment Supply Bureau collection includes shop manuals, tool and equipment catalogs, information on equipment options and costs, owner's manuals and reports on equipment management from other states. Many of these materials are received at no cost to the Department.

Services Provided:

- All three libraries lend materials to the Department staff
- All three answer reference questions from within and outside of the Department
- Urban Transportation and Research and Planning collection materials have been lent to the State Library and other agencies
- Mr. Garber in Research and Planning does some research for other Department staff members.

All of these services are offered on an informal basis.

Contractual Agreements: None

Fiscal Investment in FY 82:

<u>Expenditures*</u>	<u>Funding Source</u>				<u>Total</u>
	<u>GF</u>	<u>ERA</u>	<u>FPRA</u>	<u>RA</u>	
Maps, Charts, Pamphlets	\$---	\$---	\$ 88	\$---	\$ 88
Books & Reference Material	---	---	38	181	219
Subscriptions	---	---	160	32	192
Total	\$---	\$---	\$286	213	\$499

*These expenditures are attributed to the described collections only and do not include the \$29,400 membership fee paid in FY 82. Refer to Table 1 for Department-wide expenditures.

Department Name: Institutions

Agency Function:

The Department is responsible for the administration of ten institutions, the Board of Pardons, regional mental health centers, mental health clinics, and the parole system, and to provide institutional care to persons who require such care.

Collection Location: 1539 Eleventh Avenue

Nature of the Collection:

The Department of Institutions contains the following materials in the two collections that are housed there:

Monographs.....	100 Linear Feet
Periodicals.....	172 Linear Feet
Federal Documents.....	2 Linear Feet
State Documents.....	15 Linear Feet
Reference Collection.....	38 Linear Feet
Videotapes.....	1 Linear Feet

One of these collections is housed in the basement and is neither organized nor frequently used. The materials include documents and monographs and a small number of videotapes on the subjects of criminology and psychology. The second collection is housed in the State Coordinator's office for the Community Support Project. This collection is organized and classified by subject. A secretary spends about two percent of her time filing new materials in this library and keeping track of their circulation. The collection includes periodicals and reference materials on subjects relating to social work, psychology, and mental health services.

The department also has a film collection on drug and alcohol abuse topics. These films are housed with the Department of Health and Environmental Sciences (DHES) film collection. The Department of Institutions pays a flat annual fee to DHES for housing, maintaining, and circulating the films.

Services Provided:

The collection in the basement is available for use to members of the Department. The following services are available through the organized collection:

- Interlibrary loan to state agencies or MSL
- Answer reference questions from the public, state government, or other sources.
- Allow agency staff, other agencies or the public to use materials on-site.

Contractual Agreements:

Contract with DHES to maintain the film collection for a fixed annual fee.

Fiscal Investment in FY 1982:

Expenditures*	Funding Source			Total
	GF	ERA	FPRA	
Maps, Charts, Pamphlets	\$ 331	\$ 39	\$ 313	\$ 683
Books	3,730	119	622	4,471
Subscriptions	2,835	482	300	3,617
Film Services	---	5,000	---	5,000
Films	342	---	---	342
Total	\$7,238	\$5,640	\$1,235	\$14,113

*Includes only the Department's agency expenditures, not those of institutions administered through the Department.

Department Name: Labor and Industry

Agency Function:

The Department of Labor and Industry functions to provide assistance to people actively seeking employment and to employers seeking workers, to supervise and enforce labor laws and worker health and safety standards, to eliminate discriminatory labor practices, and to administer State collective bargaining, workers' compensation and unemployment insurance laws.

Collection Locations:

There are at least four unstaffed, uncatalogued collections of materials within the Department. There is a collection within the Safety and Health Bureau at 510 Logan in the downtown Helena area, a collection at 35 South Last Chance Gulch on the downtown Helena mall, and two collections in the Employment Security Building at the corner of Lockey and Roberts in the Capitol Complex area.

Nature of Collections:

Three of the four collections contain reference materials that are used on either a daily or weekly basis - the Safety and Health Bureau collection, the collection at 35 South Last Chance that serves the Personnel Appeals Division and the Labor Standards Division staff, and the collection of the Research Bureau on the third floor of the Employment Security Building.

- The Safety and Health Bureau materials consist of employment safety and health reference manuals, federal OSHA standards and regulations and licensure requirements for some construction professions. These materials are primarily dispersed among the offices of the staff, although there are approximately six linear feet of reference materials in a conference room in the 510 Logan location. The conference room contains additional shelving with materials that are not used because they are outdated and obsolete. No staff are specifically assigned to review the unused material and dispose of it.

- The collection at 35 South Last Chance consists of State documents, some federal documents and some reference material on labor-related court cases.
- The Research Bureau collection on the third floor of the Employment Security Building contains a limited amount of specific federal, State and reference documents relating to economic indicators, labor statistics and unemployment insurance reports. It also acts as storage space for unreviewed program materials of the former Women's Bureau and for Research Bureau publications.

The fourth unstaffed collection, located on the second floor of the Employment Security Building, consists primarily of federal documents and program materials. Due to the extensive reorganization and reduction of Department staff during the past year, the collection has been inundated with materials that were previously in the work areas of laid off staff and which have been dumped in the collection area without review of content. No staff are currently assigned to devote the time required to review the materials, to decide whether to retain, distribute or dispose of the material, and to arrange and classify the remaining material so that it may be effectively accessed.

The combined materials of all four uncatalogued Department collections constitute the following linear feet of materials by category:

Monographs.....	3 Linear Feet
Periodicals.....	13 Linear Feet
Federal Documents.....	38 Linear Feet
State Documents	6 Linear Feet
Reference Collection	106 Linear Feet
Other: Slides	3 Linear Feet

Services Provided:

Although no formal services are provided with these four unstaffed collections, agency staff do use others' collections on-site and information is shared with other agencies if appropriate.

Contractual Agreements: None

Fiscal Investment in FY 82:

<u>Expenditures*</u>	<u>Funding Source</u>			<u>Total</u>
	<u>GF</u>	<u>ERA</u>	<u>FPRA</u>	
Maps, Charts & Pamphlets	\$ ---	\$ 266	\$ 511	\$ 777
Books & Reference Materials	941	3,127	2,319	6,387
Subscriptions	5,312	2,962	4,516	12,790
Library Books	---	3,814	---	3,814
Films**	---	3,224	16,148	19,372
Total	\$6,253	\$13,393	\$23,494	\$43,140

*Total Department expenditures

**These films are training films for Job Service programs and the Safety and Health Bureau's training. These are not formal, centralized collections.

APPENDIX B

The procedure for incorporating donated materials into the Montana State Library comprises many steps. The purpose of these procedures is to:

- Make sure the materials that are incorporated are relevant to the users needs
- Ensure that unnecessary duplication is avoided
- Make sure that incorporated materials are appropriately cataloged and classified so the information is accessible by subject as well as by specific author/title requests.

The procedures used vary depending upon whether a material is original or not and on what type of material is being processed. There are three processes: one for books and State documents, another for federal documents, and a third for periodicals. For the purposes of this study, the estimated processing times were based on the assumption that 75 percent of materials donated would be duplicates of existing MSL material, and the remainder would be unique as MSL staff have stated is representative of donated collections. This was also applied to subscriptions because, unless a rather large collection (five years or more) is donated, they are not of use to the MSL.

The amount of time required to process State documents or books is:

<u>Process</u>	<u>Time per Item</u>
Sorting	2 minutes
Decision to keep item	2 minutes
Screen for duplicates	4 minutes
Decision to keep if duplicate	2 minutes
Unique items - original cataloging	30 minutes
- WLN cataloging	3 minutes
Processing - unique items	5 minutes
- duplicate items	3 minutes

The amount of time required to process periodicals is:

<u>Type of Item</u>	<u>Time per Item</u>
Discarded items	5 minutes
Incorporated items	15 minutes

The amount of time required to process federal documents is:

<u>Process</u>	<u>Time per Item</u>
Sorting	2 minutes
Decision to keep item	2 minutes
Screen for duplicates	13 minutes
Processing	3 minutes

APPENDIX C
GLOSSARY OF ACRONYMS AND ABBREVIATIONS

ADMIN, ADM	Department of Administration
DHES	Department of Health and Environmental Sciences
DLI, DOLI	Department of Labor and Industry
DNRC	Department of Natural Resources and Conservation
ERA	Earmarked Revenue Account
FPRA	Federal and Private Revenue Account
FTE	Full-time Equivalent
FY	Fiscal Year
GF	General Fund
HWYS	Department of Highways
ILL	Interlibrary Loan
INSTI	Department of Institutions
MCA	<u>Montana Code Annotated</u>
MSL	Montana State Library
NCHRP	National Cooperative Highway Research Program
NCIC	National Cartographic Information Center
OSHA	Occupational Safety and Health Administration
RA	Revolving Account
RSS	Research and Statistical Services
SDC	State Data Center
SHPDA	State Health Planning and Development Agency
SRS	Department of Social and Rehabilitation Services
SuDOC	Superintendent of Documents
TRIC	Training Resource and Information Center
USGS	United States Geological Survey

